of International Law and the principles of humanity."

Submarines were not to sink ships without ensuring that all on board were removed to a place of safety, nor to attack them unless they tried to escape or resist. Ships, on the other hand, were to stop and yield if challenged by a submarine, and for this purpose must cease to be armed. He even hinted that America might decide to treat all merchantmen with guns on board as auxiliary cruisers, liable to internment. But this Note was not acceptable in Britain, and had a very mixed reception in the States, where Senators Lodge and Sterling warmly maintained the right of merchantmen to arm for defence, as an established usage of the sea. So the threat of American objection to the arming of merchant ships was dropped, and any fear of its revival disappeared when in March, 1916, the U-boat 29 torpedoed without warning the passenger vessel *Sussex* with 380 passengers aboard, including several American citizens.

The rapid rise in the sinking of merchantmen by U-boats in the late autumn of 1916 roused the War Committee to give its attention to the *Jellicoe warning* question of hurrying on the defensive arming of our ships. An alarmist letter from Sir John Jellicoe to the Premier played an important part in bringing up the issue. At their meeting of 31st October, 1916, the War Committee decided to review the whole question two days later with Jellicoe in person, and

meantime asked the Admiralty to furnish them " with statistical information regarding the rate of loss from attacks by submarines, and the rate at which measures of defence against submarine attack, particularly guns for use in merchant ships, are being provided."

At the meeting of the War Committee on